7: International Bank N, S-4 (1951) 1952 MH1 Iraq MH1

242 attention is devoted to administrative and regulatory tasks. The
647 relatively small number of agricultural officers in the provinces are engaged primarily in the distribution of seed, in the collection of rather inadequate statistics and in administrative tasks. They lack the time, the transport facilities, and, often, the ability to counsel farmers on methods of improving their output. While shortages of trained personnel will prevent the immediate establishment of a full-time extension service, the Mission recommends the early appointment of a director of extension and education whose first responsibility would be the recruitment and training of personnel for such a service. The need is for people well-grounded in practi-
[874] cal, general agriculture rather than specialists. The facilities of the secondary agricultural school and the higher agricultural institute at Abu Ghuraib might well be used to train the required people, provided the quality of the staff is improved and the curriculum revised, especially in the direction of giving more practical training in agriculture. It will be impossible, however, to attract properly qualified people to an extension service unless the status of agricultural officers in the provinces is considerably raised and their conditions of service, particularly housing and pay, are greatly improved.

The effectiveness of such an extension service would be greatly enhanced by the organization of demonstration units on strategically located government and private farms. There, farmers could be brought to see with their own eyes the practical advantages of improved methods of raising livestock, poultry and farm crops. At the same time the extension service might work closely with the public schools in the rural areas and small towns to insure that a knowledge of the rudimentary principles of agriculture is instilled in children at an early age. Rural primary and secondary schools should give agriculture an appropriate place in their curriculum.

● 816 An extension service must be backed up by sound, practical
242 research which will develop new crops and more productive varieties, improved livestock breeds, better methods of cultivation, and more effective control of pests and diseases. At present there are few people engaged in full-time research. Government farms are devoted primarily to the commercial production of seed, serving neither as demonstration farms nor as centers for extensive

7: International Bank N, 6-4 (1951) 1952 MH1 Iraq Mi1

research. The Mission recommends that in the future such farms should be used primarily as experimental stations. Seed for distribution to farmers could be produced on land surplus to the needs of the experimental stations or on a contract basis under appropriate government supervision on private farms. The Mission suggests that immediate steps be taken to secure a research director to coordinate all existing research and to recruit a gradually expanding staff of full-time research experts consisting partly of foreigners and partly of Iraqis.

These measures will bring about an improvement in agriculture only very gradually. In the short run they will need to be supplemented by positive financial incentives. Most farmers will probably prove unwilling or unable to invest money or time in the cultivation of fodder crops or the use of fertilizers unless they are convinced through practical experience that such an investment is really worthwhile. In order to induce farmers to experiment themselves, the government may wish to consider providing free seed for fodder crops and defraying part of the cost of fertilizer, or, alternatively, making a flat money payment per donum to those undertaking to use fertilizers or grow feed. Such incentives should, of course, be offered only as long as is necessary to demonstrate the value of improved methods. The provision of credit for the acquisition of machinery, fertilizers and other means of production will also be helpful in this respect.

It has already been pointed out that the existing sharecropping system, coupled with the shifting nature of cultivation, militates against the introduction of soil-building and forage crops. Under present conditions the landlord will find it difficult to compel the fellah to grow such crops unless the fellah is actually paid for doing so. The Mission therefore suggests that the difficulties inherent in the sharecropping system, as well as the advisability of changes in this system, be studied by an expert on land tenure.

Tobacco and the Tobacco Monopoly

The Mission has paid special attention to tobacco, not only because cultivation of this crop is of considerable importance to the Kurdish farmers of the North, but also because tobacco leaf is

International Bank N, S-4 (1951) 1952 MH1 Iraq MH1

362 647 Affairs and staffed by men trained in house design, architecture, site and sanitary engineering, public health, housing and land economics, and project management. Initially a nucleus for such an Authority might be created by strengthening the existing housing section of the Department of Labor. At present the section is staffed only by one part-time architect with one part-time assistant, a superintendent, and a few clerks and accountants. The Authority should be provided with a Housing Fund to which the Development Board would allocate money set aside for housing and into which the proceeds of rentals would be paid. Maintenance and repairs could thus be financed without constant resort to the Treasury.

[816] The Authority should be complemented by the establishment of an Applied Building Research Station attached to the proposed Department of Industrial Research and Standards in the Ministry of Economics. Such a station would conduct research designed to develop improved methods and techniques for low-cost housing. In particular, it would experiment with the most economical and effective combination of locally available materials and try them in actual housing units. It would test, for example, such possibilities as the utilization of date-palm fronds for the manufacture of pressed boards, of rice husk and asphalt mixed and pressed into blocks or bricks for interior partitions, and of reed mats and bitumen to form waterproof sheets for roofing materials.

362 How much public housing should be undertaken is difficult to determine in the absence of sample surveys to ascertain the needs of different parts of the population, particularly in the light of what they can afford to pay for housing. Housing will, of course, automatically improve as the productivity and the incomes of the people rise, but this does not mean that some portion of the revenue from increased production of oil should not be used to provide housing for those in urgent need. Pending a more thorough study, an amount of about ID 400,000 annually might be taken as a provisional target for expenditures. Presumably public housing should cater primarily to the needs of low-paid employees and industrial workers. While a large public housing program is not a matter of high priority at present, it is vitally important that adequate accom-

7: International Bank N, S-4 (1951) 1952 MH1 Iraq MH1

wise investment to spend some money on intelligent research and experimentation in this field. The program of buildings should also include, as suggested above, the construction of teachers' houses—particularly for women teachers—in places where they are not otherwise available.

More attention might well be paid to the equipment of new and existing schools. The libraries, for instance, are generally poor: the number of books is small; they are not chosen with reference to the needs of the children for whom they are meant; their arrangement and display leave much to be desired; and the service provided is very unsatisfactory. No proper individual records of students' reading are maintained and no imaginative steps are taken to stimulate the desire to read and to make the library a dynamic and integral part of the school and of the life of the students. The library often consists simply of a few crowded, dust-laden bookshelves in one of the classrooms to which students have access at odd times and for short periods for borrowing books. School libraries not only should be stocked with a large number of well-displayed and suitable books but should be made the most pleasant and attractive place in the school.

The laboratory and workshop facilities provided, even in full-fledged secondary schools, are also inadequate. There can be no proper teaching of science or crafts unless the equipment is greatly improved and practical work is given its due place. Apparently there is no examination in practical work at all at the end of the secondary school, and obviously there can be none so long as most schools have no laboratories or workshops, or very poor apologies for them. In fact, of the large number of secondary schools visited, only two, one government institution and one foreign school, had adequate laboratories. Under the circumstances, science is generally taught theoretically, as a lesson from the printed book or as a lecture by the teacher, with occasional demonstration of experiments by him in front of the class. This kind of vicarious experimentation, which never allows the students to handle any apparatus, does little to foster the scientific attitude. The provision of laboratory facilities will not by itself, however, make any great difference—what is needed is the introduction of activity methods in the teaching of science and the use of science as an instru-

7: International Bank N, S-4 (1951) 1952 MH1 Iraq MH1

ANNEX H

COMMUNITY PLANNING AND COMMUNITY FACILITIES

I. Introduction

In its main report the Mission has expressed in general terms its view that more attention needs to be given to the problems of community planning and housing. Well-planned communities and a well-housed population are clearly desirable social assets; but it may not be so generally realized that they are also economic assets. The extra cost of good design and careful planning is small compared with the waste that ensues if they are ignored. In purely financial terms it is costly to maintain, and far more costly to improve, a city which has extensive slums and congested streets and whose growth does not follow lines that permit the provision of efficient public services.

The Mission has advocated the strengthening and improvement of the Planning Office of the Directorate General of Municipalities in the Ministry of Interior to take care of community planning, both rural and urban, and of the Housing Section attached to the Department of Labor in the Ministry of Social Affairs to take care of housing in all its phases. It believes that these related agencies should ultimately be developed into a genuine Community Planning Office and a central Housing Authority with separate and well-defined functions and with the power necessary to discharge those functions effectively and adequately. As a technical supplement to the Housing Authority, the Mission has recommended the establishment of an Applied Building Research Station which would conduct research on improved methods of construction and on the new use of available building material and, as such, would most suitably be attached to the proposed Department of Research and Standards in the Ministry of Economics. The broad functions of these offices have been described in the main report.

7: International Bank N, S-4 (1951) 1952 MH1 Iraq MH1

362
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Due to the nature and magnitude of the work involved, the Housing Authority should be firmly established in the Ministry of Social Affairs and provided with powers commensurate with its responsibilities so that it may perform its functions effectively. It should ultimately have a staff composed of technical men trained in housing design, architecture, site and sanitary engineering, law and project management. As in the Community Planning Office, they should also have some knowledge of the sociological and economic aspects.

On the financial side, the Housing Authority should be provided with a Housing Fund to which the Development Board would allocate money set aside for housing and into which the proceeds of rentals would be paid so that maintenance and repairs could be financed without constant resort to the Treasury. Pending a housing survey the amounts set aside for housing in the five-year program of the Development Board, namely ID 300,000 annually, might be increased to ID 400,000 as a provisional target for housing expenditures.

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On the technical side, the Housing Authority should be complemented by the establishment of an Applied Building Research Station attached to the proposed Department of Research and Standards in the Ministry of Economics. Such a station should test, develop and demonstrate improved methods and techniques for low-cost housing; collect and disseminate technical housing and building information; experiment with and develop new uses of local building materials, construction methods and house designs; and carry on other useful research in the housing field. The Station should be staffed as far as possible with local technicians, but for the first year or so one or two building research experts from abroad should be engaged to start and run the Station and train the local technicians in order to enable them to operate the Station themselves after a time. A new building should be constructed for the Station and equipped with the basic instruments and machines necessary for starting tests and experiments. It will clearly be necessary for the Authority to work closely with the Station and to insure that the broad outlines of its work conform with the need of the country.